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15 April 1965

MEMORANDUM FOR: Director of Training

SUBJECT : Review of Recommendations to Revise the
Career Training Program

REFERENCE : Memorandum for DTR fr C/JOTP on "Revisions
in the JOT Program," dated 7 Jan 1965

1. Certain basic conclusions can be drawn from a careful study of the reference memorandum. Briefly, they are as follows: the main problem in administering the Career Training Program (CTP) (hereafter referred to as Program) is a need for more efficient management; this problem belongs not to the Career Trainee (CT) staff alone but to all Office of Training (OTR) elements as well that have anything to do with the Program; there is an element of urgency about solving this problem or the Program's long-term effectiveness will be reduced.

2. The problem's importance is brought into sharper focus when viewed within the context in which the Program is conducted. This context includes several significant factors, among them the following:

a. The Program is now recognized as the Agency's primary route of entry for professional personnel. The authorized number of participants in it has been increased from 290 to 315. The number entering on duty per year has been increased from 150 to 225. Moreover, these authorizations will most likely be raised still higher as the Agency's early retirement policy takes effect.

b. The Program is now expected to provide young officer material for all of the Directorates. This is a substantial re-orientation of the Program as it previously had serviced primarily DDP needs, and only secondarily those of the other Directorates. How much of a change this represents is underscored by this fact -- only 24 Career Trainees (CTs) were provided the DDS in the Program's first 13 years as compared with an estimated 40 in this year alone.

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c. The demand for more training for CTs is increasing. [REDACTED] proposal of 3 December 1964 for a two-year training program is indicative of this demand.

d. This additional work load must be borne by OTR without any appreciable increase in staff or facilities.

Faced with these increased responsibilities and a growing volume of work, it would appear that OTR collectively must devise better and more systematic ways of managing the Program. Either a failure by OTR to do so or a willingness by OTR to stand pat on its successes would risk the Program's long-term effectiveness and hence its value to the Agency.

3. In the reference memorandum, however, stress is placed on problems of more immediate day-to-day concern, notably the proper career placement of each CT. This has to be decided at present before either the CT or the CT Staff has sufficient information on which to act. The issue is further complicated by the practice of alternating large and small CT classes - regardless of personal preference, almost all in the small classes are excluded from the DDP. As a solution, it was recommended in the reference memorandum that four classes of CTs of approximately equal size be assembled per year and that all CTs be given a common bloc of basic training. This bloc would consist of the present Headquarters phase of CT training plus the OFC. The recommendations were rounded out by suggesting that the OC be revised, that it include a basic PM familiarization, that language training, and specialized training follow the OC and be keyed to the CTs' prospective areas of assignment, and that the formal training be broken with at least one period of on-the-desk service.

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4. Having obvious far-reaching implications, these recommendations require very careful examination. Successful courses like the OFC and the OC, for example, would be realigned to serve specific CT purposes. Further, basic paramilitary familiarization would be given to all CTs going to the DDP. The necessity for these and similar changes needs to be verified. In short, would the adoption of these recommendations improve the CTP? Would other training commitments be adversely affected? To help answer these and related questions [REDACTED] and the Schools were solicited for their views and comments.

5. With respect to the problem of proper career placement of each CT, there was a consensus that CT Staff has had remarkable success. As

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an indication, for example, there were only 13 switch-overs between the OFC and the OC in the past three years -- 1 from OFC to OC and 12 from OC to OFC. There is no way of knowing, of course, how many CTs with ability to succeed in any of the Directorates, might have preferred shifting to a Directorate different from that to which assigned, had they been in possession of more information. Moreover, with all Directorates now dependent upon the Program, the problem of proper career placement of CTs may become somewhat more complex than when the program was serving primarily the DDP. Unlike the consensus on proper career placement, the responses indicated that there may be a significant divergence of views with respect to the basic changes advocated. Rather than delve further into any differences that may in fact exist and possibly attempt to reconcile them, it was decided to proceed with a basic study. Therefore, this study is being offered as a frame of reference for eliciting further comment concerning the advisability of adopting the proposed changes.

6. The reference memorandum contained five recommendations. The first three are of more immediate concern and therefore will be examined in some detail. By contrast, the fourth and fifth are of less immediate concern and probably ought to be gone into in separate studies. For this reason they will be merely listed and commented on briefly in this memorandum. The five recommendations are as follows:

a. Four CT classes per year with 50 to 60 in each class. Classes would be assembled quarterly and CTs would be placed in them as they become available.

(1). Impact. Please note that according to this recommendation the CTs would be placed in classes as they become available. This recommendation would, therefore, have no effect whatever on present recruiting practices -- they remain untouched. By way of background, CTs now enter on duty in all months of the year. (See Attachment A). Chief of the Personnel Procurement Division, Office of Personnel, states that the Agency's biggest selling point with CTs is that they can enter on duty any day of the year and that full salary begins immediately. The Agency, he continues, must have jobs for them when they are ready because they are in demand elsewhere and generally have offers that exceed the Agency's.

(2). Advantages. The change would eliminate the alternative of large and small CT classes. Instead all new classes would be of

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approximately equal size. The net effect would distribute the workload of the CT Staff more evenly throughout the year. The Intelligence and International Communism faculties would also find advantages in it. They would no longer have to divide the Intelligence Techniques Course and the Introduction to Communism Course into two sections to handle the large January and July CT classes. Thus, they would give these courses four times a year instead of six. The net saving would be 8 weeks of classroom instruction for the International Communism School and 6 weeks of classroom instruction for the Intelligence School. It would also have the double advantage of saving 14 weeks of classroom space. This change would necessitate a feasible realignment of classrooms.

(3). Disadvantages. There are none apparent.

b. Common Bloc of Basic Training for all CTs. This bloc of training would consist of the substance of the Headquarters phase of CT training plus the OFC.

(1). Impact. With the exception of those assigned to the DDP, all CTs now get this training. Those going to the DDP now get the Headquarters phase but not the OFC. The new element then is that they would take the OFC as well.

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(2). The CT class would be kept together as a group for an additional six weeks. The OFC would remain the same and would be given at [REDACTED] four times a year, as it is now. There would be a substantial change, however, in the student body of the course. As almost all space in the OFC would be needed for the annual quota of 225 CTs, the student body would change from approximately equal numbers of CTs and non-CT employees to virtually all CTs. This change would in turn present OTR with the new problem of providing OFC-type training for non-CT employees. As this training could not be given at [REDACTED] it would have to be given at Headquarters by the Operations School.

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(3). Advantages. The CTs would not have to be informed of their career placement until after the OFC. As contrasted with the present necessity for informing them as soon as possible, this change would allow for a period of fifteen weeks of training before this decision would have to be made and before it would have to be

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communicated to them. The CT himself would have greater latitude in expressing personal preferences, as he would have far more information about what is involved in working for the Agency than he now has. The CT Staff would also have much additional information, including important evaluations and assessments by the different training faculties, on which to base their decisions.

(4). Disadvantages. The major disadvantage would be the requirement to provide separate courses for non-CT employees in OFC-type training. On the basis of past experience, this requirement would probably total 50 to 100 students a year. For example, 47 non-CT employees completed the OFC in 1963, while 76 completed it in 1964. There were 23 enrolled in OFC #30 (15 March-23 April 1965). In terms of student load, while this change would result in a net reduction for the [REDACTED] staff, it would by the same token result in a net increase for the Operations School. Moreover, while the [REDACTED] staff is able at present -- without making any changes -- to handle this student load as part of its on-going training program, the Operations School may require one or possibly two additional instructors to absorb it. 25X1A 25X1A

(5). The observation has been made that the elimination of non-CT employees from the OFC would be disadvantageous to the CTs. The point is made that the intermixture of the youth and inexperience of the CTs with the age and experience of many of the non-CT employees has been fruitful and beneficial. There is no reason to doubt that this has, indeed, been the case. There is reason to doubt, however, that this should be considered a determinant factor. The contrast, for example, between the student bodies of the OFC and the OC may help clarify the issue. Taking the last five runnings of the two courses, we find that out of a total enrollment of 248 in the OFC, 125 were CTs and 123 were non-CT employees. We also find that out of a total enrollment of 236 in the OC, 232 were CTs and only 4 were non-CT employees. (See Attachment B) From these statistics it would seem that the intermixture of non-CT employees with CTs was considered unnecessary in the OC. It would further seem that in the OC, reliance had to be upon the instructors to supply the ingredients of age and experience. It would seem that a similar degree of reliance could be placed upon the OFC instructors.

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And finally, from the pedagogical point of view, a distinct advantage in having a class made up of students of about the same age and with similar background, ability and experience would be that more subject matter could be covered in the same length of time.

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(6). Discussion. [REDACTED] staff can give four OFCs a year with a maximum of 60 students in each course. This adds up to a total of 240 students or an overage of 15 students in excess of the present annual quota of 225 CTs. This overage could be used for 15 carefully selected non-CT employees. While this is far short of satisfying current requirements, it may come near to satisfying the most deserving cases for OFC-type training. In this connection, in fact, it would probably be desirable to re-examine the extent to which there is a real or continuing requirement for OFC-type training for non-CT employees. With the exception of a relatively recent influx of [REDACTED] members, the majority of non-CTs in the OFC have been older employees, mainly from the DDI and the DDS. How much of a real need there was for their taking the OFC is not known, or whether a shorter special orientation along the lines sometimes given at [REDACTED] might not have been sufficient in many cases. In any event, perhaps much of the remaining needs -- which should diminish with each new OFC-trained group of CTs -- could be satisfied in this manner. If so, [REDACTED] would still retain a substantial capacity in excess of on-going training courses for giving this kind of special orientation courses. With respect to [REDACTED] there may well be a substantial requirement for OFC-type training, particularly for [REDACTED] members recently acquired from the military who are being sent overseas.

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(7). If it should be necessary to continue giving OFC-type training for 50 to 100 non-CT employees a year, this added student load could not be absorbed by [REDACTED]. As already stated, the [REDACTED] staff can give four OFCs a year with a maximum of 60 students in each. If more courses were given, the instructional staff would have to be enlarged. Or if the enrollment in each course were increased beyond 60, it would be necessary to delete the practical exercises which are now in the OFC and which are as important for assessment as for teaching value. If the proposal to have all CTs take the OFC were to be approved, assessment would obviously become even more important. It is evident, therefore, that it would be unwise to expect [REDACTED] --with the limitations of the present size of its staff--to assume

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this additional training requirement. That leaves the Operations school as the sole remaining possibility, if OFC-type training is to be given non-CT employees. While this solution appears feasible, it may require adding one or possibly two instructors to the School. The present course content, or much of it, would be used and every effort would most likely be made to retain the practical work in the course, but it may be necessary to devise new approaches to the practical work. It would also probably be necessary to run the course two or three times a year. Although classrooms are scarce, space could be made available for the course.

c. Revision of the OC. The OC would be revised to follow the bloc of basic training--including the OFC--and to build upon it. The OC would also be expanded to include a basic PM familiarization.

(1). Impact. A basic PM familiarization introduces a wholly new and complex element into the OC. It would have to be either added on at the end of the Course as a separate bloc of instruction or integrated with other subject matter in the course. It could also be given as a separate course. In any case, in addition to its impact on the OC, a PM familiarization would have a major impact on all current PM training courses. Also, it raises the old but basic issue of familiarization versus skills training. This issue would still have to be resolved. It would still be necessary to define in specific terms the kind of PM training the Clandestine Services want CTs to have. For the purposes of this study, however, if it can be assumed that this issue would be resolved outside the framework of the OC, the problem remains to examine what impact this recommendation would have on the OC itself.

(2). The OC would be reduced from 18 weeks to 12-14 weeks as it would no longer be necessary for it to cover the basic material that is also presented in the OFC. This shortened OC would immediately get into proficiency training in the form of comprehensive live problems under simulated operational conditions. It would probably be necessary at the beginning of the course to devote the first few days to a review of the instruction received in the OFC. Such a review would be especially helpful for those CTs--approximately 50 percent of any OC--who would have completed the OFC three or four months before. However, when preceded by the OFC in the manner as proposed, the course

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objectives and training goals would remain the same as they now are in the OC. The OC would continue to be given twice a year.

(3). Advantages. The Operations Training staff at [REDACTED] would not have to duplicate in the OC the coverage given in the OFC. This staff would benefit from having its student load reduced by 50 to 100 students per year (See Paragraph 6. b. (4). above) as well as its instructing load reduced by 8 to 12 weeks of classroom instruction (8 weeks if the OC were reduced to 14 weeks or 12 weeks if it were reduced to 12 weeks) each year. The net effect would enable the staff to devote more individual time to the OC students. This would be especially desirable during the last six weeks of the course as it concludes with a final comprehensive problem.

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(4). The reduction of the OC to 12 or 14 weeks would provide headroom for an additional running of the OC each year. While this is not an important consideration at this time, it will probably grow in importance as early retirement takes effect and the Clandestine Services' need for new CTs begins to exceed by significant numbers its present annual quota of 90 CTs. Moreover, in that event, in addition to training more CTs in OC, there would be the need to train more CTs in OFC--those from an increase in the Clandestine Services annual quota plus those from any increase in the annual quotas of the other Directorates.

(5). Disadvantages. There is the possibility that the rearrangement of subject matter would make the OC less effective than it is now. While this seems a remote possibility, it nevertheless exists. An obvious element of risk is present in modifying a course which has been refined over a period of years and has gained recognition as an effective course.

d. Language training, TSD familiarization, specialized PM training and other specialized training would follow the OC and be keyed insofar as possible to the prospective area of assignment.

(1). Comment. This recommendation needs little amplification at this time. It should, however, be interpreted broadly so as to include all CTs rather than only those assigned to the Clandestine Services. For example, basic skills training in language would most likely be needed for those CTs as well who are assigned to the other Directorates. In addition, they would most likely require various other kinds of specialized training which relate to their specific duties in the DDI, DDS&T, and the DDS.

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e. The lengthy cycle of formal training would be broken by at least one period of on-the-desk attachment, both to afford some relief to the CT and to give him an early introduction to an Agency work situation.

(1). Comment. This recommendation likewise needs little amplification. It is generally recognized that a break in the formal training such as that proposed would be desirable. In this case, such a break would appear to be desirable for those CTs assigned to the Clandestine Services, especially if PM training were to follow the OC, although it may be equally desirable for CTs assigned to other Directorates.

7. On the basis of the foregoing, the following general conclusions can be made:

a. Four classes a year of 50 to 60 CTs in each would even out the workload for the CT staff and save 14 weeks of classroom instruction and classroom space.

b. The CT staff would have until after the OFC, or until after 15 weeks of formal training, before it would be necessary to inform CTs of their career placement. This would enable the CT staff to have full advantage of evaluations and assessments by the different course instructors in making their decisions. For their part, the CTs by that time would have a substantial amount of information about what is involved in working for the Agency. This would place them in a sounder position to express personal preferences as to where they wish to be assigned. The net effect should combine to assure still further the proper career placement of each CT.

c. With a reduction of the OC from 18 to 12-14 weeks and with the elimination from it of the basic material that is also presented in the OFC, the OC would concentrate wholly on the proficiency training. Course objectives and training goals would remain the same as they are now in the OC. The OC training staff would benefit by having its student load reduced by 50-100 students per year and its instructing load reduced by 8-12 weeks of classroom instruction. The net effect would enable the training staff to devote more individual time to the OC students and to concentrate their efforts on improving the skills aspects of the OC.

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d. The major disadvantage would be the probable requirement to provide separate OFC-type training for 50-100 non-CT employees a year. This training would have to be given by the Operations School and may require the addition of one or possibly two instructors to the Staff. However, an overage of 15 spaces would remain in the OFC courses given at [REDACTED]. Possibly, these spaces could be used to satisfy the most deserving cases for OFC-type training by non-CTs. The possibility may also exist that much of the remaining requirement for OFC-type training for non-CTs could be satisfied through special one-week OFC familiarizations.

e. The elimination of non-CT employees from the OFC would appear to be a doubtful loss to CTs. The absence from the OC of non-CT employees with age and experience as opposed to the youth and inexperience of the CTs has had no apparent ill effect on that course. Further, from the pedagogical point of view, a distinct advantage in having the OFC made up of students of about the same age with similar backgrounds and ability and experience would be that more subject matter could be covered in the same length of time.

f. There still remains the necessity for defining in specific terms the kind of PM training that the Clandestine Services want CTs to have. If it should be decided that all CTs going to the DDP should have a PM familiarization course, this familiarization should not be added on at the end of the OC or integrated into the OC with other subject matter. It should be given as a separate course.

8. With few exceptions, I believe that the recommended changes would improve the CTP and thus advance Agency interests. However, before you either adopt or reject them, I would like to recommend several additional actions. Their purpose would be to test further the entire concept and the validity of the changes advocated. These actions are as follows:

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a. That [REDACTED] draw up a 12-14 week schedule for the OC as it would be given if all CTs were to take the OFC;

b. That a separate study be made to verify the need for OFC-type training for non-CTs;

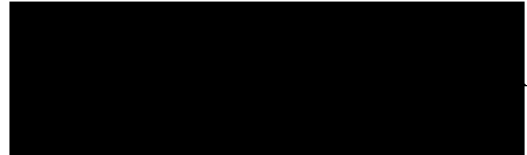
c. That the Operations School--if a need exists--prepare a schedule for an OFC for non-CTs;

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d. That the CT staff draw up plans for organized on-the-job-type training of CTs showing how it is to be accomplished and what advantages are to be derived from it.



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Chief, Plans and Policy Staff

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ATTACHMENT A

EOD PATTERN (CTs)

	<u>1962</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>
January	11	19	1	8
February	0	1	3	3
March	1	5	1	10
April	2	10	1	
May	1	5	4	
June	12	14	21	
July	34	33	7	
August	4	7	8	
September	8	11	26	
October	9	6	7	
November	11	4	8	
December	11	16	14	

(Does not include military)

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ATTACHMENT B

ATTENDANCE FIGURES IN THE OFC & OC

Operations Familiarization	<u>CTs</u>		<u>Non-CTs</u>	<u>Total</u>
		(Women)		
#25 3/11/63 - 4/19/63	20	(7)	19	39
#26 9/16/63 - 10/25/63	23	(6)	28	51
#27 3/9/64 - 4/17/64	21	(8)	24	45
#28 9/14/64 - 10/23/64	27	(4)	30	57
#29 12/7/64 - 1/22/65	<u>34</u>	<u>(13)</u>	<u>22</u>	<u>56</u>
	125	(38)	123	248

Operations	<u>CTs</u>	<u>Non-CTs</u>	<u>Total</u>
#14 9/17/62 - 1/25/63	36	1 TFW	37
#15 3/11/63 - 7/12/63	46		46
#16 9/16/63 - 1/24/64	51	2 MS FE	53
#17 3/9/64 - 7/10/64	53	1 DOD	54
#18 9/14/64 - 1/15/65	<u>46</u>		<u>46</u>
	232	4	236

(Above figures are for those who completed the courses)

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